

## **Introduction**

The Department welcomes this opportunity to provide information on the HIV/AIDS housing programs which have been initiated by the States and cities that receive funding under the Housing Opportunities for Persons with AIDS (HOPWA) Program. Since 1992, this federal program has played a vital role in addressing the housing and related supportive service needs of low-income persons living with HIV/AIDS and their families. In FY 1999, the Department is administering \$225 million that was appropriated for activities that are authorized by the AIDS Housing Opportunity Act, under section 851 of the National Affordable Housing Act, 42 U.S.C. 12901. This Act created a statutory purpose to "provide States and localities with the resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of persons with acquired immunodeficiency syndrome and families of such persons." HOPWA activities are carried out within the Department's central mission in providing a decent, safe, and sanitary home and a suitable living environment for all Americans.

In undertaking its missions, the HOPWA program recognizes that persons with HIV/AIDS face unique challenges in meeting their housing needs. Many individuals and families affected by the epidemic have lost their sources of income, their ability to work and are unable to maintain their residences due to housing costs, health challenges and, in some cases, discrimination in the provision of housing without program support. Persons facing intermittent health crises also require health-care services and treatment and may need additional support in the activities of daily living in order to maintain their housing. For many persons, community residences and other supportive housing programs may offer the needed level of care and continue to be the appropriate form of support. With the growing importance of AIDS drugs and therapies, HOPWA clients who benefit from housing assistance receive vital support that allows them to better access these new therapies and maintain often difficult treatment regimens. For those who are not benefiting from these treatments, housing also becomes a base from which to receive palliative care at the end stages of AIDS. Importantly, for those challenged by homelessness or the risks of homelessness, HOPWA efforts help address immediate and pressing housing needs and help provide access to health-care and supportive services that might otherwise be unobtainable by these clients.

The HIV epidemic may also pose unique challenges in different communities and may affect individuals and families with differing and changing consequences that require individual treatment plans and medical advice. To help ensure that activities are appropriate to the needs of clients, and are adjusted over time as needs change, systems of care often involve significant coordination between service providers, public institutions and other support to offer diverse treatment options. The HOPWA program has provided flexibility to communities in designing and planning area efforts that may involve a range of types of housing assistance to best use area resources and meet area needs.

The Department has also attempted to expand the reach of this one Federal program. Under the Department's Consolidated Planning process, these federal funds are used in conjunction with other Federal, State, local and private resources and help insure that communities undertake comprehensive and coordinated approaches in planning, operating and evaluating the assistance provided to clients. In 1998 and 1999, HUD's Super NOFA initiative also places greater emphasis on community collaborations in using federal and other resources in a holistic and comprehensive manner and HOPWA applications are reviewed under criteria which address this focus. This report updates and provides a greater amount of detail on these community efforts from across the nation. This report also expands on the information presented to Congress in 1998 in: *A Report on the Performance of the Housing Opportunities for Persons with AIDS Program*, which was sent to the House and Senate Appropriation's subcommittees on March 24, 1998. The Department has consulted with the 34 States and 63 cities that serve as formula grantees and with the recipients of the 128 competitive grants in providing information on the accomplishments of their community programs in this report.

The Department is pleased to provide this comprehensive report that compiles information collected and presented by each grantee. Each community's program is profiled in an executive summary of their efforts, including the work accomplished by project sponsors, which includes over a thousand nonprofit organizations that directly assist clients. Data on HOPWA program performance was also collected through the Department's Annual Progress Report that are filed annually by grantees with HUD, through the use of the Department's Integrated Disbursement and Information System (IDIS) by the Office of Community Planning and Development, and in supplemental information provided by grantees to the CPD Office of HIV/AIDS Housing. These programs also continued to be changed and improved through consultations and planning being undertaken with clients, non-profit organizations, and experienced providers of technical assistance and experts in planning, management, and evaluation.

In HUD's view, and as evidenced in these community profiles, HOPWA plays a vital role in each community in providing housing to hundreds of Americans who are challenged by HIV or AIDS. In expanding housing resources for this population, the program provides access for clients to health-care and other supportive services that are offered under the Ryan White CARE Act by HHS and through other programs. The States and cities that receive HOPWA funds are now operating housing assistance programs in collaboration with the private nonprofit sector that help clients meet daily needs for housing and other support. In HUD's view, the continued operation of these collaborative community programs is vital to ensure that housing assistance is provided as part of our national response to AIDS.

The need for housing for persons with HIV/AIDS continues to be large, and caution is advised in considering the continued levels of need created by the HIV epidemic and poverty. The Department works collaboratively with a number of organizations that assess and offer guidance in addressing HIV/AIDS housing needs. One such organization is AIDS Housing of Washington, a Seattle-based nonprofit organization that is a

recognized leader in developing HIV/AIDS housing efforts. AHW Founder and Executive Director, Betsy Lieberman, and Associate Director, Donald Chamberlain, authored the book, *Breaking New Ground: Developing Innovative AIDS Care Residences* (AHW: Seattle, 1993) and AHW staff have led efforts in organizing three national conferences on HIV/AIDS housing, including participation by over 750 persons at the conference held in Atlanta in September 1998. AHW also provides National Technical Assistance for the HOPWA program, assists communities in developing comprehensive HIV/AIDS housing plans, and maintains a database of nearly 1,000 known providers of housing assistance for persons with HIV/AIDS in the United States and Puerto Rico. AHW has also undertaken surveys with hundreds of housing providers and nearly 7,000 clients in cities, counties and States throughout the nation.

AHW estimates that over half of all persons living with HIV will need access to housing assistance at sometime during their illness. In addition to this level of need, AHW also found five main trends in housing needs for persons living with HIV/AIDS: (1) that the population faces a continued risk of homelessness; (2) that persons with HIV/AIDS are living in poverty with limited access to affordable housing; (3) that community-based programs are challenged by increased chemical dependency issues; (4) that clients have a strong preference for independent living options over congregate forms of assistance; and (5) that rural areas and smaller population communities are also increasingly affected by the HIV epidemic and the related housing needs of this population.

Based on its work with this population and known providers of housing assistance, AHW estimates that 130,000 persons living with AIDS and an additional 75,000 persons living with HIV are currently in need of housing assistance. In comparison, this report reflects that HOPWA assistance has been used by our grantees to provide some form of housing assistance to over 74,000 persons during the most recent 12 month reporting periods, including about twenty percent of this number who are the members of the family residing with the person living with HIV/AIDS. In assisting an estimated 60,000 persons, HOPWA provides for some part of this estimate of need for housing. This level of HOPWA assistance also includes a significant amount of short-term assistance, usually in the form of small, one-time payments that help the family or individual avoid homelessness and meet immediate housing needs. Over half of the units of housing provided are assisted with short-term rent, mortgage and utility payments. The amount of long-term assistance in the form of rental subsidy and support in community residences and other housing facilities is reported to reach an estimated 16,500 households. As reported by our grantees in actual program performance, HOPWA funds have reached about one-fifth to one-quarter of the need that currently exists in this population.

Other HUD housing efforts also may address this need, including, the Continuum of Care Homeless Assistance programs that may provide support to persons with HIV/AIDS who are homeless. The Shelter Plus Care program and the permanent housing for persons with disabilities component of the Supportive Housing Program also

recognize that persons with HIV/AIDS may be specifically assisted in addressing HIV-related needs and issues of homelessness. Support offered by Section 8, public housing, the HOME program and other HUD programs will also reach many persons who are living with HIV/AIDS but eligibility is not determined by the recipients seropositive status and information of this confidential nature is not collected on recipients. The HOPWA program remains the only targeted HUD resource available to meet the housing needs of persons living with HIV/AIDS, and the program helps communities fashion responses to needs in their area with other available resources.

In addition to reports which summarize key issues and presentations from the three National HIV/AIDS Housing Conferences, AHW published in 1998, two handbooks. *Rural AIDS Housing* describes the conditions and barriers facing providers of housing and supportive services and proposes strategies proven to meet the local needs in a cost-effective and collaborative manner. *Financing AIDS Housing* summarizes every Federal and many State, local and privately funded programs which can be accessed to finance the development or operations of housing for persons living with HIV/AIDS and their families. Information on AHW publications and activities can also be accessed via the Internet at [www.aidshousing.org](http://www.aidshousing.org).

### **Achieving the Highest Levels of Performance.**

The Department has taken a number of steps to help recipients of HOPWA funds achieve the highest levels of performance. As a general matter, HUD's consolidated planning process, and the related grants management system are designed to help ensure that funds are used for community-based objectives in a cost-effective manner. These processes place a strong emphasis on coordination of HOPWA activities with other related area programs, including the provision of health-care and other supportive services that are important in providing care and support for persons with HIV/AIDS. The current process helps to ensure a strong partnership between governments at all levels and area providers in collaborations to make the best use of Federal, State and local resources in connection with local decision-making and public consultation. The activities that are carried out with HOPWA funds are required to be consistent with the area's strategic plan that considers area needs and local resources and the other community development programs that are part of this process. This federal partnership with states and communities can best work to build responsive programs by recognizing unique characteristics, resources, involved citizens, public and private entities, administrative structures and public processes that exist within each area and to access program accomplishments in meeting area needs.

Under the Grants Management System, area HUD offices review the community's grant proposal and undertakes annual comparative reviews to identify components that need improvements as well as those community practices that can be seen as models of effectiveness and efficiency. Area offices have selected communities for Best Practice awards, including HOPWA program activities in assessing the performance of the HOPWA formula and competitive grants.

The Department also monitors the performance of HOPWA formula and competitive grants, maintains financial controls over program funds, requires annual performance reporting, identifies corrective actions, as needed, and assesses grantees for best practice achievements to help inform other jurisdictions about successful practices. In addition, the Office of Chief Financial Officer is conducting a risk management review of the HOPWA program as one of the six reviews underway during 1999 to help ensure that programs are administered in a sound and effective manner

Programs that address the needs of persons with HIV/AIDS also involve close collaboration with the programs and planning bodies that administer AIDS-related health-care and services under the Ryan White CARE Act. During the past three years HUD has participated in a variety of interdepartmental and intergovernmental collaborations to maximize the use of HOPWA funds and avoid duplication of activities. HUD helped draft the housing elements of the President's *National AIDS Strategy* with several other Federal departments, and worked with HHS to develop technical assistance materials for housing and service providers. HUD has initiated efforts with HHS to do an evaluation of the projects selected under the Multiple-Diagnoses Initiative and invited HHS officials to participate in recent training sessions for HOPWA formula grantees. HUD and HHS collaborate in other training efforts, such as participation in the Third National HIV/AIDS Housing Conference which was held in September, 1998, the United States Conference on AIDS and in other similar forums. As noted, HUD initiated a consolidated planning process that requires all communities that receive funds under that process to address the needs related to persons living with HIV and AIDS in connection with other programs and area resources and competitive procedures award the highest ratings to applicants that work in their areas to achieve comprehensiveness and coordination in project activities and community approaches to needs.

In addition in the last year, HUD conducted two technical assistance meetings with formula grantees to help build their capacity and understanding of program requirements and opportunities. The agenda of these first-ever HOPWA grantees sessions ensured that improved performance was addressed, including review of community practices that can serve as best practices or models for other communities. This office has been working with AIDS Housing of Washington, the recipient of the HOPWA National Technical Assistance grant, and other HUD offices to help grantees enhance their capacity to manage their programs. HUD and AHW also hosted a third national conference for consumers, providers and managers of HIV housing programs. Additional efforts in this regard are planned, including the use of new authority under the FY99 HUD appropriation act to use program funds for technical assistance activities. Following the 1999 Meeting of Formula Grantees in Baltimore, this partnership will work towards other venues, including regional workshops with housing providers and in providing information about the Special Projects of National Significance that were selected by national competition.

In addition, other important changes are underway at HUD that will lead to the better coordination of our federal resources, advance the use of information technology,

and result in improved management. These administrative resources are being directed at creating a better partnership with the recipient communities by helping them respond to local needs and priorities, including assessing the needs of persons living with HIV or AIDS and their families and providing responsive assistance. Guidance on program requirements is also provided to grantees on a regular basis, including performance reporting requirements that result in information available to the public and Congress as well as information used by HUD in monitoring grant activities. Training for grantees is a regular feature of the information technology systems in use with the HOPWA program, including resources dedicated for IDIS and C2020.

In addition to training for grantees, training is undertaken for HUD employees. Throughout 1998, Office staff participated in the design and delivery of two series of HUD staff training which provided an orientation on HOPWA and the CPD management systems for all the Community Builders, and training for all new CPD staff in headquarters and field offices on HOPWA and other CPD programs and the CPD information management systems. Additional training for HUD staff is planned for 1999.

Further technical assistance events are expected to be held including a third national meeting of HOPWA formula grantees scheduled for September 26-29, 1999 in Baltimore, Maryland, that will provide a focus on sound management and achieving the highest levels of grant performance. As originally requested in the FY99 budget proposal, the FY1999 Appropriation Act authorized the Department to designate up to one percent of program funds for technical assistance activities. The Department announced a competition for the use of up to \$2.25 million for this purpose in the SuperNOFA, issued on February 26, 1999 and applications were due to HUD by no later than May 26, 1999. The Department's review of these applications is underway and a selection will be made in the near future based on the selection criteria. That notice provides guidance on how funds will be used to enhance grantee performance and ensure that funds are used to meet the needs of clients in a responsive and cost-effective manner. The NOFA allows HUD to select technical assistance proposals which will address four national goals in training and advising communities and sponsors on:

Comprehensive strategies for HIV/AIDS housing;

Sound management of HOPWA programs;

Use of HUD information management tools; and

National HOPWA information.

HUD expects that the selection of the technical assistance providers will be made shortly following the review and rating of applications.

HUD has also issued publications to assist our grantees. During the First and Second National Meetings of HOPWA Formula Grantees, held in May and September,

1998, grantees identified issues and examples of best practices, useful publications, guidance or internal procedures that could be used to benefit other communities. HUD assisted in distributing these documents. Additionally, a significant amount of information on HOPWA and other HUD programs is available on the Department home page on the internet, (at [www.hud.gov](http://www.hud.gov)) including descriptions of grants selected in prior national competitions, examples of best practices and program guidance as well as materials for the 1999 national competition.

In addition, three national evaluations of the program and AIDS housing efforts are underway. (1) HUD initiated efforts with HHS to do an evaluation of the projects selected under the Multiple-Diagnoses Initiative in the 1996 and 1997 competitions. Columbia University's Evaluation Technical Assistance Center, is coordinating the multi-site project and findings will begin to be issued during the next year. (2) The Department's Office of Policy Development and Research is undertaking a review of the HOPWA program which has been initiated in 1999 with a contract with ICF Consulting and a report on their findings is expected to be completed in the year 2000. (3) A National AIDS Housing Cost Study is being coordinated by the Vanderbilt Center for Mental Health Policy in collaboration with AIDS Housing of Washington and Mathematica Policy Research, Inc. To date the study has established contact with nearly 1,000 organizations in the nation that provide housing assistance to persons with AIDS and evidence an inventory of over 28,000 units of housing that are dedicated to this target population along with other assistance. Cost profiles and more detailed analysis will be undertaken with funding provided by the Robert Wood Johnson Foundation.

These activities currently provide support or will help improve AIDS housing programs in all of the recipient communities. As the HIV epidemic has reached all parts of this nation, these program efforts are directed at helping to ensure that all communities move towards well developed and successful programs in responding to clients needs with well managed activities. The Department anticipates continuing these activities and has requested that the one percent set aside for technical assistance activities, which was authorized in the FY99 appropriation act, continue to be authorized.

**Notes on this Report.** This report is organized in sections which provide an overview of the program, data on grantee expenditures, data on accomplishments by all formula recipients in a One Year Profile and from all grantees in a cumulative report (such as the number and type of housing units provided and information on beneficiaries). These sections report on data collected on the program in HUD's financial records (PAS and IDIS) and from grantees in their submission of Annual Progress Reports and data reported through IDIS on actual accomplishments of formula and competitive grants.

Due to its compiled length, the Executive Summaries of each of the HOPWA formula programs (63 cities and 34 states) and active competitive grants (128 selected to date) are found at the HOPWA homepage - [hud.gov/cpd/hopwahom.html](http://hud.gov/cpd/hopwahom.html). The executive summaries of HOPWA programs now operating in each community are organized by State for each of the cities that receive a HOPWA formula allocation on behalf of its

metropolitan area and the States which receive funds for areas outside of the qualifying metropolitan areas. In FY99, HUD allocated \$200.5 million to 63 cities and 34 States under the formula. The summaries also include each of the grants that were selected under the six national HOPWA competitions, held during 1992-1998. These Special Projects of National Significance and projects in non-formula areas profile additional resources in the communities and are included following their State and area formula program summaries. Information on the agency contacts is also provided to help prospective clients and interested parties connect to these community efforts. In addition, examples of clients who receive assistance and specialized planning efforts are also included in this report.

The information provided is largely the result of the work of employees of the cities and States and non-profits which receive program funds and by Federal employees in the Office of HIV/AIDS Housing who have compiled this information. The information is subject to continued updating due to program implementation and other changes. Information on HOPWA and program regulations and other documents are found at [www.hud.gov/cpd/hopwahom.html](http://www.hud.gov/cpd/hopwahom.html). The Office of HIV/AIDS Housing may also be reached as follows:

Office of HIV/AIDS Housing  
U. S. Department of Housing and Development  
451 Seventh Street SW, Room 7212  
Washington, DC 20410-7000  
Phone: (202) 708-1934  
FAX: (202) 401-0805  
Internet site: [www.hud.gov/cpd/hopwahom.html](http://www.hud.gov/cpd/hopwahom.html)



## Chapter 1 - HOPWA Program Elements & Expenditures

The HOPWA program is the Federal Government's primary targeted response to the pressing housing needs of persons who are living with HIV/AIDS and their families. Since its initiation in 1992, the HOPWA program has been used by recipient communities in connection with other housing, health-care and supportive service programs to assist eligible persons in their areas, including activities that are supported by other Federal, State, and local programs and private contributions. The State and local government recipients also provide the forum for public participation and consultation in the design, planning, operations and evaluation of these combined efforts. In general, HOPWA funds are used to help maintain persons in their own homes, to help others who are homeless find and access affordable housing, and to offer those with additional needs access to higher levels of support or care. These efforts have helped many persons avoid unnecessary hardship and the greater costs of hospitalization, as well as creating appropriate responses to the needs of persons with HIV who had become homeless or were at risk of homelessness.

**Program Grants:** HOPWA grants are provided: (1) by formula allocations for ninety (90) percent of the appropriation to States and metropolitan areas with the largest number of cases and incidence of AIDS; and (2) for ten percent of the appropriation, by competitive selection of projects proposed by State and local governments and nonprofit organizations. Grantees are encouraged to develop community-wide comprehensive strategies and to form partnerships with area nonprofit organizations to provide housing assistance and supportive services for eligible persons.

As shown in the following chart, since the beginning of the program in 1992, the Federal government has made available over \$1.27 billion in HOPWA funds to support community efforts to create and operate HIV/AIDS housing initiatives.

**Chart 1. HOPWA Appropriations by Fiscal Year**

Fiscal Year:	Appropriated Amount:	Fiscal Year:	Appropriated Amount:
FY 1992	\$ 47,710,000	FY 1996	\$ 171,000,000
FY 1993	\$ 100,000,000	FY 1997	\$ 196,000,000
FY 1994	\$ 156,000,000	FY 1998	\$ 204,000,000
FY 1995	\$ 171,000,000	FY 1999	\$ 225,000,000

The Administration and Congress agreed on increases for this program in the years following its initiation in 1992, including approval for increases of \$8 million in FY98 and \$21 million in FY99 (including \$10 million in the Omnibus Appropriation Act). In FY97, the program was authorized under its own budget line item in lieu of continuing as part of the Annual Contributions Account. The President's request for FY2000 is \$240

million, an increase of \$15 million over the current appropriation, to help address growing needs and provide support for additional communities that are projected to become eligible for the formula. In each year, the number of qualifying jurisdictions that receive HOPWA formula allocations has increased, rising from 38 States and local governments in FY92, to 97 jurisdictions in FY99, including 5 States that continue to qualify under an administrative provision in the Department's appropriation act for FY99.

The following chart provides more detailed information for each fiscal year, 1992-1999 for which funds were appropriated. In FY 1999, the 97 jurisdictions that qualified to receive formula grants included 63 cities that receive funds for their Eligible Metropolitan Statistical Areas (EMSAs) and 34 eligible States. During this year, nine areas qualified for a formula allocation, including four metropolitan areas and five states. The recipient for the EMSA is the most populous city in that area, which is the first jurisdiction named in the EMSA title. State grants are for areas that are outside of any EMSA in the State. A chart of each allocation or award is provided in the attachments.

**Chart 2. HOPWA Allocations and Awards by Fiscal Year**

Fiscal Year:	Formula Allocations:	Competitive Awards:
FY 1992	\$ 42,935,000 in 38 grants (27 cities/co.; 11 Sts)	\$ 4,771,000 in 10 grants
FY 1993	\$ 90,000,000 in 43 grants (28 cities; 15 States)	Amounts included in FY94
FY 1994	\$ 140,400,000 in 54 grants (34 cities; 20 States)	\$ 25,026,043 in 31 grants
FY 1995	\$ 153,900,000 in 66 grants (43 cities; 23 States)	\$ 17,673,957 in 21 grants
FY 1996	\$ 153,900,000 in 76 grants (49 cities; 27 States)	\$ 17,100,000 in 19 grants
FY 1997	\$ 176,400,000 in 80 grants (53 cities; 27 States)	\$ 19,600,000 in 27 grants
FY 1998	\$ 183,600,000 in 88 grants (59 cities; 29 States)	\$ 20,400,000 in 20 grants & 1 special purpose grant
FY 1999	\$ 200,475,000 in 97 grants (63 cities; 34 States)	\$ 22,275,000 for projects to be selected in 1999 and \$2,250,000 for TA grants
Totals:	\$ 1,141,610,000 by formula allocations	\$ 129,096,000 for competitive selections
Total 1992-1999 for all HOPWA programs: \$ 1,270,706,000		

**Consolidated Planning:** All HOPWA formula grants are available as part of the area's Consolidated Plan, which also includes the Community Development Block Grant, HOME Investment Partnerships program and Emergency Shelter Grants. Plans are developed through a public process that assesses area needs, creates a multiple-year strategy and proposes an action plan for use of Federal funds and other community resources in a coordinated and comprehensive manner. The Department works in partnership with State and local government, non-profit organizations, clients and concerned citizens. The program is managed under HUD's Consolidated Planning and 2020 Management Reforms initiatives that also involve the development and use of new information technology systems.

The HOPWA program relies on community efforts to assess area needs and to plan for and deliver housing assistance to persons with HIV/AIDS and their families. These area partnerships involve collaborative efforts to help communities assess the extent of the need in their area, such as identifying gaps in the availability of housing and delivery of care. Additionally, the collaborative efforts help ensure citizen involvement in determining how available resources are used to address these locally identified needs. The recipient communities generally provide assistance through networks of government housing, human services and health care agencies that rely on area nonprofit organizations and housing providers to deliver housing and care. The more successful local delivery systems involve significant levels of community input and operate programs in cooperation with advice from residents, providers and advocates that serve on HIV/AIDS advisory bodies, including the HIV Health Services Planning Councils and Health Care Consortia that are established pursuant to the Ryan White CARE Act. For example, the City of Los Angeles relies on a countywide HOPWA advisory committee with a broad membership to develop, review and recommend improvements in city-sponsored HOPWA programs.

HOPWA funds have helped many communities establish strategic AIDS housing plans, better coordinate local and private efforts, fill gaps in local systems of care, and create new housing resources. In addition to the HIV/AIDS housing elements of the community's Consolidated Plan, a number of recipient jurisdictions have developed multi-year HIV/AIDS housing plans that assess needs and include implementation strategies that ensure access to critical housing services in underserved populations. HOPWA funds are also used for housing information services, including fair housing counseling to address issues of discrimination, that help clients access housing and care.

**Formula Awards:** In FY99, the HOPWA appropriation of \$225 million includes up to one percent for technical assistance (TA) activities. The Department announced a competition for HOPWA technical assistance for up to \$2.25 million as part of the Community Development TA section of the 1999 Super NOFA. Of the remaining amounts, \$200.475 million (ninety percent of the appropriation) was allocated in formula-based allocations to the qualifying cities for 63 eligible metropolitan statistical areas (EMSAs) and to 34 eligible States for areas outside of EMSAs. Eligible formula areas

[insert map of formula jurisdictions and replace this page]

must have at least 1,500 cumulative cases of AIDS, as of March 31, 1998, and metropolitan areas have a population of at least 500,000. In addition, five states that had previously received formula allocations were qualified by an administrative provision of the Department's FY99 appropriation act to continue to receive formula allocations. One-quarter of the formula is awarded for metropolitan areas that have a higher than average per capita incidence of AIDS. HUD uses AIDS surveillance data from the Centers for Disease Control and Prevention in allocating funds.

The city that receives a formula-based grant on behalf of its metropolitan area must coordinate activities within the metropolitan area, including ensuring that housing activities that are carried out in other jurisdictions within that area are consistent with the locality's Consolidated Plan. A State grantee receives funds based on cases of AIDS in the areas in the State that are outside of any qualifying metropolitan area. Descriptions of the programs operated by the 97 jurisdictions that currently receive formula allocations are provided in this report.

Chart 3 illustrates the type of agency within each formula jurisdiction that administers the HOPWA program in their area. The range of efforts could include planning, housing development, provision of rental assistance, client assessment and referral, provision of supportive services, contracting with sponsors, evaluation and other functions which may not be centralized in one body and require interagency coordination. Administering agencies would also coordinate activities with other agencies within their service areas and qualified non-profits to implement planned activities. The chart shows that the largest number (60) are agencies that administer housing, planning, community and economic development and similar programs. A significant portion of the program is administered by agencies (31) whose primary focus is health, human services and welfare activities and in a few jurisdictions (6), a grants management office or division of the chief executive/Mayor's office serves as the administering body.

**Chart 3. Number of Formula Grantees Administering Programs by Agency Type**

Type of Grantee	Housing, Planning, Community & Economic Development agencies	Health, Human Services, & Welfare agencies	Management, CEO, & Mayor's Offices
States (34)	15	19	-
Cities (63)	45	12	6
<b>TOTAL (97)</b>	<b>60</b>	<b>31</b>	<b>6</b>

**Competitive Grants:** Ten percent of the appropriated funds are awarded by competition. HUD selects model AIDS housing programs that combine care and housing activities to create or maintain community AIDS housing initiatives. To date, 128 applications were selected for award under five national HOPWA competitions. The 1999 Super NOFA was announced and includes up to \$22.275 million to select proposals from government agencies and non-profits for Special Projects of National Significance and for projects in areas that do not receive formula allocations. These models help the recipients

expand housing options for persons with AIDS in their areas and the model programs may also be used to increase our knowledge of ways to provide responsive housing and care. In addition to the selections made to date, many approvable projects were submitted but were not selected due to the limited amount of funds available to be awarded in each competition. For example, in FY98, grants were made to the top 27 percent of applications based on ratings under the selection criteria. A description of HUD's competitive process and a description of the currently active competitive grants is included in this report.

Of the 128 competitive grants selected in the six national competitions held to date, the applicants who were selected included 58 nonprofit organizations; 37 local governments; and 33 State governments. The type of grants selected were 91 Special Projects of National Significance (including 22 targeted to the Multiple Diagnoses Initiative) and 37 grants for Long-term Projects in areas that were not eligible for formula allocations in the year of selection. The applicants documented over \$141.8 million of other resources that were committed to the proposed activities that were selected for the \$104.3 million in HOPWA funds (136 percent of the federal funds). The applicants planned activities that are noted in the following chart.

**Summary of Planned Activities in 128 Competitive Grants.**

Proposed Activities at selection	Total	Percent
a. Housing Assistance:	\$ 48,176,323	47%
with \$28,391,262 for Housing Development and Operations (27%), and		
with \$19,785,061 for Rental Assistance and Short-term payments (20%)		
b. Supportive Services	35,090,807	34%
c. Housing program development & technical asst.	13,884,309	13%
d. Administrative costs	6,359,552	6%
Total reported by 4/20/99	\$ 104,321,000	100%

Notes: A few grant proposals were corrected or revised at the time of selection and these planning numbers are also subject to change in implementation of programs.

**Eligible Program Activities:** HOPWA funds have helped recipient communities establish strategic AIDS housing plans, better coordinate local and private efforts, fill gaps in local systems of care, and create new housing resources. HOPWA funds may be used for a wide array of housing, social services and program planning and development costs. Eligible activities include, but are not limited to, the acquisition and rehabilitation of housing units, the new construction of community residences and SRO dwellings, costs for the operation and maintenance of housing and service facilities, rental assistance programs and provision of short-term payments for rent, mortgage and utilities to prevent homelessness of clients. Funds may be used for planning and other program

development costs, administrative expenses (under limits of 3 percent for grantees and 7 percent for project sponsors) and housing information services for clients.

HOPWA may also be used to fund supportive services, such as health care that is not reimbursed or covered from other sources, mental health services, drug and alcohol abuse treatment and counseling, intensive care when required, nutritional services, case management, assistance with daily living, housing information and placement assistance and other services. The eligible activities are subject to certain standards and limitations that are found in the regulations and further described in HUD guidance.

**Client Eligibility:** A person eligible for assistance under this program means a low-income person who is diagnosed with AIDS (Acquired Immune Deficiency Syndrome) or tested to be seropositive for HIV (Human Immunodeficiency Virus). Family members who reside with the eligible person may also be assisted, if the family is a low-income family at less than 80 percent of median income. Information on the HIV status of a client is confidential and must be maintained in a manner that guarantees confidentiality, as required by law. Except for persons in short-term supportive housing that prevents homelessness, each household receiving rental assistance or residing in assisted housing under the HOPWA Program must make resident rent payments, calculated at 30 percent of the family's monthly adjusted income.

Using information collected by grantees and submitted in HOPWA Annual Progress Reports in 1998 by formula grantees, HUD estimates that HOPWA beneficiaries have among the very lowest incomes. Over 91 percent of families and individuals that received housing assistance were in households with monthly incomes that were less than \$1,000 per month (including 52 percent with incomes of less than \$500 per month). At these incomes, families and individuals are severely challenged to meet housing costs without the support provided by this federal program.

**Clients Assisted and Type of Assistance.** HUD estimated that the FY99 appropriation of \$225 million would provide housing assistance to about 51,875 persons, including family members who reside with the persons living with HIV/AIDS in about 41,500 units of housing. More than half, 27,000 units, would involve clients who receive small, short-term payments to prevent homelessness. Another 8,000 units would involve on-going rental assistance payments. Approximately 6,500 units in supportive housing facilities, single room occupancy dwellings (SROs) or community residences would also be developed or operated with HOPWA funds. These residents and a significant number of other persons also would receive supportive services or housing information services that are funded by this program or through health-care and other services provided under the Ryan White CARE Act and AIDS Drugs Assistance Programs at HHS. In addition, this report provides statistics compiled on beneficiaries and the types of assistance provided by HOPWA grantees.

**Chart 3. FY99 Clients Assisted and Type of Assistance\***

Forms of Housing Assistance:	Units	Persons Assisted
Short-term payments to prevent homelessness	27,000	33,750
Rental Assistance	8,000	10,000
Community Residences, SRO Dwellings and other Supportive Housing Facilities	6,500	8,125
Totals	41,500	51,875

\* Based on estimated use of \$225 million in FY1999; about 20 percent of persons assisted are other family members who reside with HOPWA clients

**Project Expenditure Rates.** As authorized, HOPWA grantees receive funds through two processes that involve planning and submission of requests. The HOPWA regulations require that funds be used within three years of the date of the signing of the grant agreement, which occurs after the recipient jurisdictions complete submission of the HOPWA elements of their Consolidated Plan, or, for competitive grants, after selection in national competitions. In both cases, appropriated funds are generally made available to communities and non-profits during the first year following enactment.

The following chart provides aggregated information on the expenditure of funds under the HOPWA program. The charts record information that was current under HUD's Program Accounting System (PAS) and the Integrated Disbursement and Information System (IDIS) as of May 31, 1999. Although this information is limited to one financial statistic for complicated housing and human services programs, it illustrates on a program-wide basis, that grantees have made significant progress in the use of the their annual formula allocations or their competitively selected awards. The average expenditure rates by fiscal year show that the earlier grants, 1992-1995, have essentially closed out their grants with only residual amounts to be completed. At the time of the report, the average reimbursement expenditure rate for FY96 grants was 89 percent, based on aggregate date for all formula recipients from that fiscal year allocation, and the FY97 rate was 46 percent. Following the program design and award year, grantees may use funds over a three-year use period. In using funds in a timely manner, in the aggregate, grantees are demonstrating that about one-third of their program year grant funds are expended in each of the three years during which these funds are made available. In a number of communities, HOPWA grantees from these more recent allocations are also nearing completion of their FY96-98 grants.



**Chart 4. Awards by Fiscal Year and Percent Reimbursed & Expended as of May 31, 1999 (PAS & IDIS)**

Fiscal Year:	Formula Allocations:	Amt. & Percent Expended:	Competitive Awards:	Amt. & Percent Expended:
FY 1992	\$ 42,935,000 in 38 grants (27 cities/co.; 11 States)	\$42,533,072 99%	\$ 4,771,000 in 10 grants	\$4,680,957 98%
FY 1993	\$ 90,000,000 in 43 grants (28 cities; 15 States)	\$89,966,275 100%	Amounts included in FY94 Awards	see below
FY 1994	\$ 140,400,000 in 54 grants (34 cities; 20 States)	\$140,003,808 100%	\$25,026,043 in 31 grants	\$23,818,844 95%
FY 1995	\$ 153,900,000 in 66 grants (43 cities; 23 States)	\$152,045,732 99%	\$17,673,957 in 21 grants	\$16,235,254 92%
FY 1996	\$ 153,900,000 in 76 grants (49 cities; 27 States)	\$137,257,340 89%	\$17,100,000 in 19 grants	\$8,774,048 51%
FY 1997	\$ 176,400,000 in 80 grants (53 cities; 27 States)	\$80,910,993 46%	\$19,600,000 in 27 grants	\$6,389,794 33%
FY 1998	\$ 183,600,000 in 88 grants (59 cities; 29 States)	\$12,092,511 7%	\$20,400,000 in 20 grants; 1 special purpose grant	Awarded on 12/1/98 \$422,673 2%
FY 1999	\$ 200,475,000 in 97 grants (63 cities; 34 States)	\$0 Allocations made available during 1999	\$22,475,000 to be awarded in 1999 and \$2,250,000 in TA grants	applications received 6/2/99 are now under review under the 1999 SuperNOFA

Subtotals:	\$ 1,141,610 by formula allocations FY92-99; with \$654,809,731 expended; of amounts available FY92-98, 70% has been expended	\$ 124,525,000 competitive awards FY92-FY99; * with \$60,321,570 expended; 71% of awards FY92-98
TOTAL:	Appropriated for all HOPWA programs 1992-1998: \$ 1,266,135,000 \$715,131,301 expended/reimbursed to date (5-31-99)	

Note: \* a competition was announced for 1999; the FY98 appropriation authorized the selection of a special purpose grant on a non-competitive basis for up to \$250,000.

During the first year of their award, grantees generally make significant efforts in public consultation and in planning and the predevelopment of activities, especially for housing assistance that involves acquisition, construction or rehabilitation of sites. In addition, funds are often committed over a number of months to ensure on-going rental

assistance or to cover the operating costs of housing facilities. Many of the cities and States that receive formula allocations also use local requests-for-proposals (RFP) processes, as may be required by local or State law, to solicit potential projects. In some cases, issues with property acquisition or siting impact the timing of housing developments and may lead to delay in expenditures of grants. In some cases, projects that use project-based rental assistance or operating costs for facilities, for example, in connection with Low-Income Housing Tax Credit projects, balance expeditious use of funds to assist clients with project management needs to ensure adequate on-going revenue for the project beyond the early months under their grant. In addition, HOPWA was made part of the Consolidated Planning process in 1995, and many grantees changed their original HOPWA operating year to the standard used by that city or State for their overall Consolidated Plan activities.

**Leveraging of Other Resources.** Grantees have generally carried out HOPWA activities with a significant amount of other assistance, including accessing health-care and other supportive services to ensure that clients are in appropriate systems of care. The development and operating costs of housing assistance also generally involves significant collaboration with other resources and funding sources.

\$1.00 HOPWA leverages \$1.36 other funds
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One measure of the amount of other resources that are used in support of HOPWA activities is provided under the criteria for selection of competitive grants. In each of the five national competitions to date, HUD has reviewed the level of commitment of other resources in awarding grants. These resources have included cash funds available to the project from the applicant or proposed sponsors, other non-cash resources, such as contributions of professional services, a weighted value for the contributions of volunteers (eg. valued at \$10 per hour in the FY98 NOFA), the donations of property and leasehold interests. In FY98, ten percent of the competitive rating points were determined by leveraging and the \$20.15 million that was awarded with federal funds was more than matched by documented resources of over \$31.4 million (for 156% of the amount of Federal funds awarded).

On a cumulative basis, the six national competitions have been used to select 128 grants, for \$104,321,000 in HOPWA funds. These 128 projects documented contributions of \$141,852,775 from other sources, including voluntary contributions of donated time and in-kind services from thousands of Americans. These leveraged resources represent 136 percent of the cumulative amount of federal funds awarded under these notices.

HOPWA formula allocations are part of area Consolidated Plans that form the basis of a new partnership between HUD and the States and local governments that administer these grants. The activities that are carried out with HOPWA funds are

required to be consistent with the area's strategic plan that considers area needs and local resources and the other community development programs that are part of this process. This Federal partnership with states and communities can best work to build responsive programs by recognizing unique characteristics, resources, involved citizens, public and private entities, administrative structures and public processes that exist within each area.

Programs that address the needs of persons with HIV/AIDS also involve close collaboration with the programs and planning bodies that administer AIDS-related health-care and services under the Ryan White CARE Act. During the past three years HUD has participated in a variety of interdepartmental and intergovernmental collaborations to maximize the use of HOPWA funds and avoid duplication of activities. HUD helped draft the housing elements of the President's *National AIDS Strategy* with several other Federal departments, engaged in a joint evaluation of programs under the Multiple Diagnoses Initiative with HHS, and worked with HHS to develop technical assistance materials for housing and service providers. As noted, HUD initiated a Consolidated Planning process that requires all communities that receive funds under that process to address the needs related to persons living with HIV and AIDS in connection with other programs and area resources.

**Authorization:** The program is authorized by the AIDS Housing Opportunity Act (42 U.S.C. 12901) as amended by the Housing and Community Development Act of 1992 (Pub. L. 102-550, approved October 28, 1992). Funds were appropriated in FY 1992 and for subsequent years.

**Regulations:** The program is governed by the HOPWA Final Rule, 24 CFR Part 574, as amended, and the Consolidated Submissions for Community Planning and Development Programs, Final Rule, 24 CFR Part 91, as amended.

**Performance Measures and Project Goals and Objectives.** The Department has advised HOPWA grantees and applicants that the most successful programs are those which establish specific goals and objectives for their proposed activities. These individual grantee goals and objectives can be used to measure performance and to evaluate the effectiveness of programs. However, the goals should be designed in connection with the general HOPWA-related performance measures that have been used for the program. The goals and objectives should reflect area needs assessments, priorities and other elements of the strategic plan and one-year action plans under the area's Consolidated Planning process. For HOPWA activities that are designed to assist persons who are homeless, the goals and objectives should be integrated in the area's Continuum of Care homeless assistance systems.

Under plans negotiated within each recipient community, the grantee's performance will be measured on the basis of the national HOPWA performance goals in creating and supporting housing for low-income persons who are living with HIV/AIDS and their families. Each area HUD office established a HOPWA performance measure under their business and operations plan for each of their HOPWA recipients in order to

measure the increase in the amount of housing assistance and supportive services to low-income persons living the HIV/AIDS and their families to enable them to achieve housing stability and access to health-care and related supportive services. This measure was included in HUD's Annual Performance Plan. All HOPWA formula and competitive recipients will report on the number of short-term and permanent housing units provided in connection with related supportive services to the HOPWA-eligible recipients.

**HOPWA Internet Sites.** Information on HOPWA and other HUD programs can be found on the HUD home page at [www.hud.gov](http://www.hud.gov). HOPWA program information and descriptions of the Special Projects of National Significance and other competitive grants selected in the 1996-98 competitions can be found at [www.hud.gov/cpd/hopwahom.html](http://www.hud.gov/cpd/hopwahom.html). The FY99 HOPWA formula allocations for \$200.425 million are found at [www.hud.gov/cpd/cpdalloc.html](http://www.hud.gov/cpd/cpdalloc.html).